DOCUMENT RESUME

ED 296 924 SO 019 144

TITLE	The Framework of Your Wisconsin Government. Twelfth Edition.
INSTITUTION	Wisconsin Taxpayers Alliance, Madison.
PUB DATE	87
NOTE	79p.
AVAILABLE FROM	Wisconsin Taxpayers Alliance, 335 West Wilson Street, Madison, WI 53703 ($0.80).
PUB TYPE	Guides - Classroom Use - Materials (For Learner) (051)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	*Citizenship Education; City Government; *Government (Administrative Body); *Governmental Structure; Government Role; *Law Related Education; Learning Activities; *Local Government; School Districts; Secondary Education; Social Studies; *State Government
IDENTIFIERS	*Wisconsin

ABSTRACT

Designed for use in secondary school government classes, this booklet describes Wisconsin's state and local governmental system. Chapter 1 identifies Wisconsin's governmental units as: (1) the nation; (2) state; (3) county; (4) municipal; (5) vocational, technical, adult education districts; and (6) school districts. Chapter 2 defines the term town and describes town politics, powers, meetings, and finances. Cities and villages are considered in chapter 3 in terms of growth, change, differences, home rule finances, budgets, and property taxes. Chapter 4 describes Wisconsin's school districts, while chapter 5 addresses county roles, officials, activities, and financing. Chapter 6 teaches about the state's constitution, government branches, lawmaking, services, and financing of government; and chapter 7 discusses influencing government through: (1) special interest groups, (2) the news media, (3) use of the bureaucracy, (4) individual efforts, and (5) political action. Maps, pictures, charts, and graphs are included, and each chapter provides discussion questions and project suggestions. Keywords are highlighted. (JHP)

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The Framework of YOUR WISCONSIN GOVERNMENT

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— Thomas Jefferson

WISCONSIN TAXPAYERS ALLIANCE

TWELFTH EDITION

2

The Framework of
YOUR WISCONSIN GOVERNMENT

WISCONSIN TAXPAYERS ALLIANCE

The Wisconsin Taxpayers Alliance, organized in 1932, is a privately supported, nonpolitical organization dedicated to improving our system of representative government. To achieve this goal, the WTA conducts an extensive citizen-education program, with primary emphasis in the schools. The WTA also provides research and serves as a consultant on government administration, tax policy and legislation for municipal officials, legislators, the news media and various organizations. The WTA is nonprofit and is supported by individual and corporate contributions. It has no affiliation with any other organization—national, state or local.

Other publications and services of the Wisconsin Taxpayers Alliance include:

- Speaker available for free lecture service to assemblies and individual classes. Teaching aids provided.
- Videotapes on Wisconsin Government and State Budget—Stimulating 30-minute talks entitled "Who's in Charge Here, Anyway?" (a practical illustration of the political process) and "Picking Up the Tab: Your State Budget and Taxes."
- Directory of Wisconsin legislators and congressmen—district maps, plus names and addresses of elected state officials.
- The Wisconsin Taxpayer—official 9-page monthly magazine on state and local government and taxation.
- Your Wisconsin Government—newsletter on significant developments affecting Wisconsin state and local government.
- TAXES—federal and state income tax guide and tax dictionary (annual).
- Legislative Service—digests of every bill introduced and every act enacted by the state legislature, and advance notices of legislative hearings.

For further information, write or call (608-255-4581) the Wisconsin Taxpayers Alliance.

The Framework of
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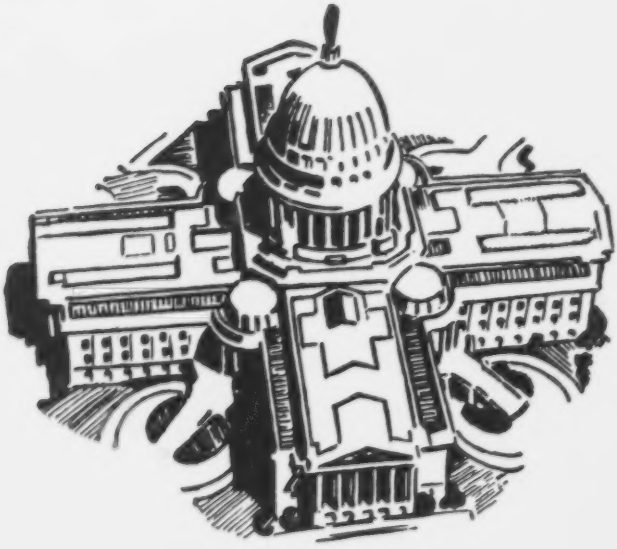
Twelfth Edition



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Preface

The Framework of Your Wisconsin Government was first developed in 1955 in response to requests from many teachers who had searched in vain for suitable material to use in the teaching of Wisconsin state and local government. Some of the existing textbooks contained a generalized treatment of the subject, but there was nothing that dealt explicitly with Wisconsin's system of state and local government.

The Wisconsin Taxpayers Alliance sought to fill this void with a textbook designed both to inform students and to encourage their active participation in government. More than 30 years later, *The Framework* still occupies a unique position as a teaching tool. Nearly 190,000 copies have been distributed.

Through the years, the book has been revised regularly to make it as useful as possible and to keep it factually up to date. This 12th edition not only has been revised but also expanded. A new chapter has been added focusing on the political process and explaining how citizens can influence *their* government. It is hoped that the new *Framework* can act as a mirror in which students can see themselves as part of Wisconsin government.

The WTA wants this book to be both accurate and useful, it encourages all readers to submit their comments. In addition, the WTA research staff will be pleased to answer further questions about Wisconsin state and local government.

The Framework represents the work of many people who are dedicated to strong democratic government, but special recognition must go to its creator, Dr. C. K. Alexander, the former executive vice president of the Wisconsin Taxpayers Alliance, and Michael McCabe, the WTA's Education Director, who authored the new material found in the 12th edition.

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Chapter 1
Your Government

People long ago learned they could make their lives easier by working together to get things done. To make this cooperation more permanent, they formed governments and agreed to abide by the rules these governments set. In turn, they received certain services, such as police and fire protection.

Through the centuries, as manufacturing became more important and more people moved to the cities, government had to change to meet new needs. Your parents, your grandparents, even your earliest ancestors, helped to shape government and decide what it should do. During your lifetime you, too, will be given opportunities to change and improve government according to your views.

Democratic government must respond to the wishes of the majority of its citizens. This means that you have the right to tell your government what you want it to do. A healthy democratic system requires the interest and participation of as many people as possible, not just a few elected leaders. If too many people fail to make their wishes known, the result is government by the minority rather than the majority.

State and local governments serve you in many ways. You depend on them to operate your public schools from kindergarten through college. To guard your health, they test the purity of the foods and water you use. They protect you and your property. For your safety, they build roads and regulate traffic. They provide parks and recreation for your enjoyment. Can you imagine what would happen in your community if all government services stopped for 24 hours?

Most people would agree that government plays an important role in our daily lives. However, there are different views about *what* government should do and *how* it should be done.

People have many different interests which sometimes conflict. Suppose you and your friends decide to ask the city to install two new baseball diamonds in the neighborhood park, but some of the park users object, saying that the space should be used as a picnic area. The city government will have to decide the question. In a democracy, people expect such conflicts to be settled according to the wishes of the majority.

How can you as a citizen be sure your government is responding to the interests and ideas of the majority? To answer this, you must understand what government is and how it works. You will need to know what the various units of government do and which public official is responsible for getting a particular job done. You will need to know what you can do as a citizen to influence your government's actions.

This book is designed to help you to know more about state and local government in Wisconsin. It answers several questions:

- How do the voters or their representatives decide what government will do?
- What services does government perform?
- How is government organized to carry out these services?
- How is money raised and spent for the services?
- How can you be involved in your government?

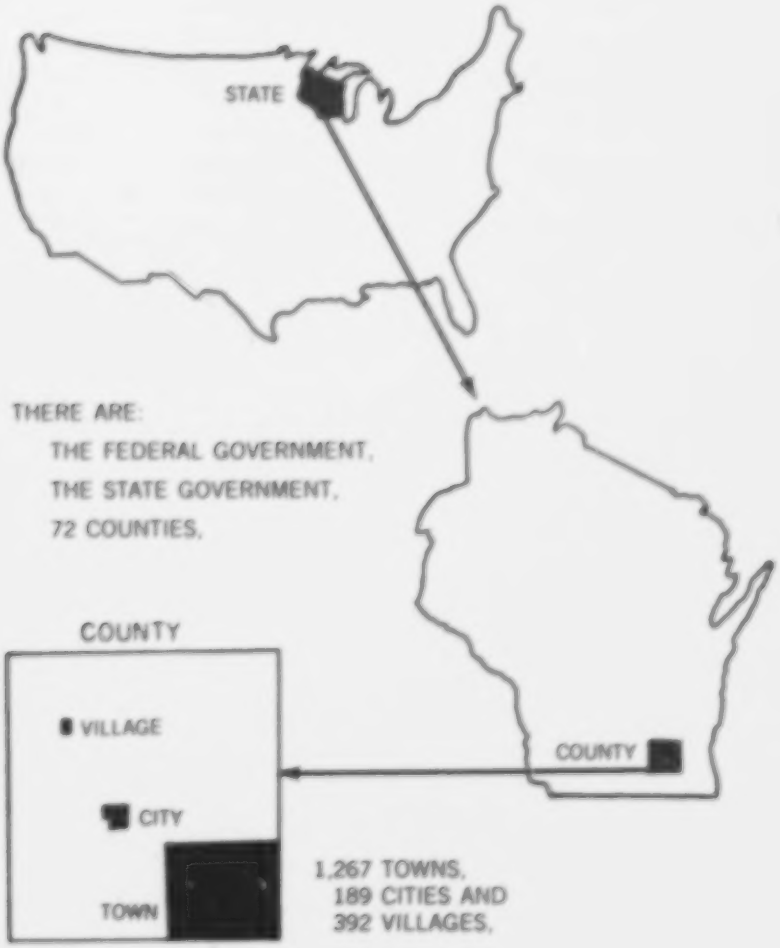
Throughout the book, certain key words and phrases relating to government are highlighted in **heavy type** and explained. They are also listed in the index on page 69.

Units of Government in Wisconsin

Each Wisconsin citizen lives within at least six units of government. They are: 1) the nation; 2) the state; 3) a county; 4) a **municipal government** (town, village or city); 5) a vocational, technical and adult education district; and 6) a school district. The diagram on the next page shows the broad framework of government under which we all live.

In Wisconsin, there is a tradition of having many government services handled "close to home" by local people. As a result, there are over 2,800 separate units of local government in Wisconsin.

UNITS OF GOVERNMENT IN WISCONSIN



PLUS 432 SCHOOL DISTRICTS, 16 VOCATIONAL, TECHNICAL AND ADULT EDUCATION DISTRICTS AND A NUMBER OF OTHER SPECIAL DISTRICTS, SUCH AS SEWERAGE OR SANITARY DISTRICTS.

Some are organized for general purposes and others for a special purpose. For example, towns, villages and cities are organized to provide a variety of services to their residents, but a school district is set up only for the special purpose of education.

"We the People"

The actions of each unit of government in Wisconsin are based on the demands of citizens. The people decide what government should do and elect representatives to carry out their wishes. It is important to remember that *you are the government.* Since the people have the ultimate responsibility for deciding what government should do, government is only as good as the citizens it serves.

Democratic government always is full of disagreements and debate. Because citizens often disagree about what policies government should follow, large groups, called **political parties,** have been formed to promote a set of views.

The Role of Political Parties

Today, there are two major political parties in Wisconsin—the Democratic and the Republican. In theory, by voting for the candidates of one party, rather than the other, you are approving that party and its ideas about what government should do. Some people cast most of their votes according to the **party ticket** (the party's listing on the ballot) on which a candidate runs, because they expect the official to carry out the wishes of their party. Others prefer to vote for the person and not the party. They think the individual's personality, training and experience are more important than a party's goals in determining the future action of the officeholder.

Political parties are most important at the state and national level. The president, U.S. congress, state legislature, the governor, lieutenant governor, secretary of state, treasurer and attorney general are all chosen on a **partisan** (party) basis. Partisan officers are elected in the **general election,** which is held on the Tuesday after the first Monday in November in the even-numbered years.

Each party can nominate only one candidate to run for each office in the general election. As an example, suppose two Democrats decide they want to run for governor. In that case, a **primary election** will have to be held to determine which of the two will be

nominated as the Democratic candidate for the general election. This primary election is held in September.

Party influence is not as important at local levels of government. Although some county officials, such as the clerk, sheriff and district attorney, are chosen on a partisan ballot in the general election, most local officials are elected in the **nonpartisan** elections which are held on the first Tuesday in April. They may be members of a political party themselves, but they run without party support in the election. Their names do not appear on the ballot under a political party label. They set their own programs, and they do not receive financial aid from a political party.

The governing bodies of towns, cities, villages and counties in Wisconsin are all elected on a nonpartisan basis. So are judges and school officials, including the state superintendent of public instruction and justices of the state supreme court.

Casting Your Vote

Most U.S. citizens who have reached the age of 18 years are allowed to vote if they meet certain state requirements. It won't be too long before you will be able to cast your ballot.

In Wisconsin, you must be a resident of the state and your election district for at least 10 days before the election. In many communities, you have to register before you can vote. This means you must have your name put on the **voter registration** list before voting.

Registering to vote and casting your ballot on election day are not difficult tasks. The most difficult part of your job as a voting citizen involves studying the issues and picking the candidates who will best represent you in running your government. This is the best way you can tell your government what you want it to do.

CHAPTER 1 — REVIEW

Questions for Thought and Discussion

1. Each Wisconsin citizen lives within six units of government. What are they?

2. Which unit of government do you think is best suited for providing fire protection for your home? For regulating fishing and hunting? For deciding flight patterns of airplanes? Why?

3. What part do political parties play in government?

4. How can you as a citizen influence your government by what you do? By what you do not do? Would you want to run for political office? Why or why not?

Projects

1. Bring to class a newspaper editorial telling about a government problem, or report on a local news event as covered by radio or television. Identify the unit or units of government involved and what the problem is.

2. Name some people you know who work for government. Are they employed by a city, village, town, county or school district, or do they work for the state or federal government?

3. Using the latest *Wisconsin Blue Book* or U.S. Census information, find out how many cities, villages and towns are located in your county. How many people live in your county? How many live in your city, village or town?

4. Find out if a person must register to vote in your election district. If so, how and where is the registration conducted? Where is the voting place for your election district located?

Chapter 2
Towns

If your class wants to put on a play, you may decide to have a meeting of the whole group in which each member will have an equal vote. Everyone can help decide what the play will be, when to give it, and what tickets will cost. The class may then elect a few of its members as a committee to carry out the actual task of putting on the play. Others may be selected to do specific jobs, such as advertising and ticket sales.

A system like this, in which every person may take a direct part, is similar to town government. Attendance at town meetings will depend on voter interest, but those who do attend decide how the town will operate. A town board and a few other officials are elected to carry out these decisions.

What Is a Town?

The **town** plays an important part in providing services to rural areas. Any area in the state of Wisconsin which is not in a city or village is part of a town. Whenever the word "town" is used in this book, it means that unit of local government. There is some confusion about this. For example, people may refer to their "home town" and really mean a village or small city. But, remember, the town we are talking about here is a distinct unit of local government which exists to provide services to its residents. Its proper name is town, not township.

The 1,267 towns in Wisconsin vary widely in size. The largest contains 230,000 acres. This is the town of Menominee, which covers all of Menominee county. (The county has no villages or cities.) Some of the smallest towns contain only a few thousand acres. The populations of towns also vary from fewer than 100 residents to more than 21,000.

Town residents depend on town government to provide them with certain basic services. The state law says that towns must hold elections, collect taxes and maintain peace and order. The size and density of the population determines to some extent what other kinds of services are needed by the people living in the town. For example, rural towns composed mainly of farms are not called upon to provide street lights, sidewalks, garbage collection, or water and sewerage systems. On the other hand, people in more populated towns may want these and other services.

Service Problems

Special problems may arise if the population is concentrated in one part of the town. The people living on farms and those living in built-up areas may disagree about what services are needed, and rural residents may object to paying for services they do not want.

One way to settle the questions of what services the town should offer and who should pay the bills is by setting the boundaries of the built-up area and calling it a **utility district** (also known as an **unincorporated village**). This area is not a separate government unit. It is still part of the town in which it is located. But the additional services are provided only inside the boundaries of the utility district, and the owners of the property within that district are the only ones taxed to pay for them.

Urban Towns

Towns or parts of towns located in a heavily populated area often look like a city or village. Houses are built close together and stores and shopping centers spring up. The town's people who live in this urbanized area may lead quite different lives from those in the more rural sections of the town. They may decide to break off from the town by establishing their own separate city or village government or by attaching their area to an existing city or village. After these areas break away, the town becomes smaller. It may even cease to exist if it is combined with another governmental unit. (Milwaukee county originally had seven towns, but now all town area is included in a city or village, and the county contains no town governments.) In some cases, urban towns continue to thrive, however, by offering services similar to those which a city or village would provide.

Powers of the Town

While cities and villages have some choice as to how they organize and what activities they perform, towns may do only those things which state law specifically lets them do. For example, cities and villages are given great freedom to decide what officials and department heads they will use to run their governments, but each town is required to have the same set of officers. Some variation is possible, however, in that town boards may be authorized by the town meeting to use some of the powers of villages in providing services.

Town Meeting

Some decisions on town operations are made by direct action of the qualified voters who gather at the town hall for the annual **town meeting**. The voters attending this meeting determine what the town will do within the limits of state law. Usual business includes setting the salaries of elected town officers, and determining the amount of town taxes for the coming year. Questions about town services may also be discussed. Sometimes special meetings are held in addition to the annual meeting.

The day-to-day job of running the town is handled by the town board, which usually is made up of three **supervisors**, one of whom is elected **town chairman**. The supervisors are elected in odd-numbered years at the spring elections. They hold office for two-year terms.

According to law there are certain things only the town meeting can authorize. Other things the town board can handle on its own authority. The list on the following page shows some of the different duties of the town meeting and the town board.

Other elected town officials include: a town clerk, a treasurer, an assessor (unless chosen by appointment) and, in some cases, a constable. In nearly all cases, town officials are only part time. Their duties are set by law.

The clerk acts as secretary for the town meeting and the town board, records all official proceedings, and has charge of the town's official records. This officer keeps records of the town's finances and supervises all elections held in the town.

TOWN MEETING AND TOWN BOARD POWERS

Annual Town Meeting	Town Board of Supervisors
1. Levies taxes for operation of the town.	1. Has charge of all town affairs, except those duties delegated by state law to other town offices or employees.
2. Authorizes the town board to buy or sell town property.	2. Adopts the town budget, after a public hearing.
3. Sets the salaries of town officers.	3. Provides fire protection and ambulance services.
4. Authorizes the town board to issue general obligation bonds.	4. Has charge of any legal action to which the town is a party.
5. Authorizes the town board to exercise "village powers."	5. Levies town taxes if authorized by the annual town meeting.

The treasurer has charge of all money belonging to the town. This involves paying the town bills, as ordered by the town board, and collecting the taxes and other **revenues** (money received by the town).

It is the job of the **assessor** to make up a list of all taxable property in the town and to determine for tax purposes how much each parcel of property is worth, with the exception of manufacturing machinery and equipment, which is assessed by the state Department of Revenue.

In most towns, law enforcement is handled by the county sheriff, but, in some cases, a constable also enforces the law.

Town Finances

The charts on the following page show how a typical town gets its money and how it spends it. Slightly more than one-half of a town's

income comes from the state in shared revenues and state aids. (State shared revenues and state aids play an important part in financing all local government units.)

Another 27 percent of its revenue is raised through local property taxes paid by home owners, farmers and businesses located in the town.

State shared revenues are monies that are first collected by the state and then distributed to towns, villages, cities and counties. The proportion each local unit receives is based mainly on its population, its comparative wealth in taxable property and the community's relative property tax effort. The local government can decide how to spend this money.

CHART 1

The Town Income Dollar

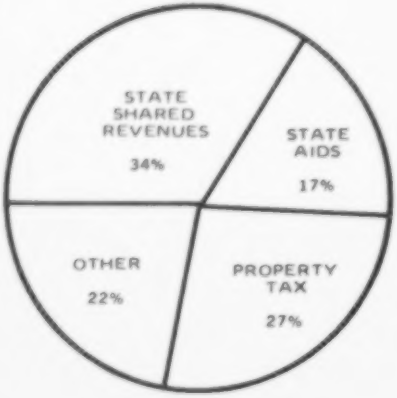
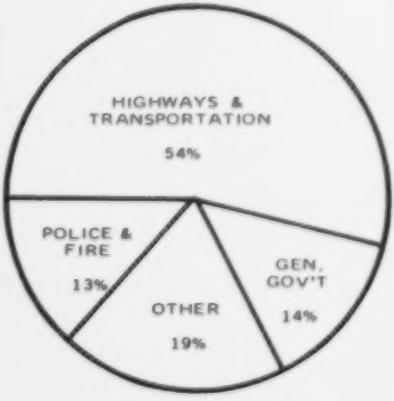


CHART 2

The Town Expenditure Dollar



State aids are grants of money paid by the state to towns, villages, cities, counties, school districts and vocational school districts to help finance specific government services. This is a way that the state helps local governments to pay for services it considers essential. Unlike shared revenues, state aids must be spent only for a specific purpose. For example, highway aids are to be used only for building and maintaining roads. Much of the state aid given to towns is for this purpose.

A town's main activity is usually the building and upkeep of local town roads. There are over 61,000 miles of town roads in Wisconsin. About 54 percent of the money spent by the typical town is used for roads. A town board often contracts with the county for road work.

Other items for which a town has to spend money are usually less costly. Sometimes the town contracts with a nearby city or village for fire protection. Some towns have organized volunteer fire departments.

Conclusion

Wisconsin is one of 20 states in the nation that use town government to provide local services to persons living outside cities or villages. About one-third of Wisconsin's citizens live in towns. Individual towns vary widely in terms of population and property value, but all are organized according to state law. Most towns provide only minimal services, such as snow plowing, road repair, a garbage dump and fire protection. Others are like city and village governments and provide police protection, parks and garbage collection.

CHAPTER 2 — REVIEW

Questions for Thought and Discussion

1. Explain how the powers of town government are limited.
2. What is the purpose of the annual town meeting?
3. How many people usually serve on the town board? What other officers do towns have?
4. In general, what are the major items of expense for town government? What are the chief sources of income?
5. Does the number of people in a town have any effect on the activities of town government? How?
6. Do you think that town government is better able to serve in a rural or urban setting? Why?
7. Are certain kinds of business better handled by the town board than by the town meeting? Give some examples.

Projects

1. Find out the number of towns in your county. Learn something about their size and population. What services do they provide?
2. If you live in a town:
   A. Name the town chairman, the other supervisors and the town clerk.
   B. Does your town have a fire department? If not, where does it get fire protection?
   C. What other services does your town provide to its residents?
   D. Find out from the town clerk if your town has established any unincorporated villages (also called utility districts). If there are some, write a brief report telling where they are located and what kind of special services are provided within their boundaries.
3. If you live in or near a town, attend an annual town meeting or a town board meeting. Report to the class on your observations.
4. Discuss: The annual town meeting is democratic government at its best because the people can govern themselves directly.

Chapter 3
Cities and Villages

Towns generally have fewer residents than cities or villages. Their voters can decide how the government will be run by group action at the annual town meeting. But can you imagine what would happen if several thousand voters tried to crowd into one building to settle major issues? For this reason, cities and villages are run by councils or boards elected to represent the voters' wishes and handle government business on their behalf. This is called **representative government.**

There are many other differences between town government and city and village government. A city or village is created from an area that was originally in a town. The new unit of government is called a municipal corporation. Another way of describing this is to say the village or city is **incorporated.**

A town does not have much independence in the action it can take. It is more like a subdivision of the state which provides local governmental services. By contrast, cities and villages are much more independent.

How Cities and Villages Get Started

Why do people in part of a town decide to organize their area as a village or city with its own governing body? There are many reasons. One is that people living close together frequently want to have sidewalks, street lights, full-time police and fire protection or other services. Other town residents who do not need such services may not want to pay for them. One solution may be to form a city or village which can provide the desired services inside its boundaries.

All or part of a town may incorporate as a village or city if it follows certain procedures. First, the people who wish to incorporate must get a specific number of supporting signatures from

persons who are both voters and property owners in the area. Then, the plan must be approved by the circuit court and state Department of Development (DOD). Finally, a vote is taken among the residents of the area which seeks incorporation. (The people in that part of the town which will not be affected by the change do not vote.) A majority of those who vote on the question must approve the incorporation.

How Cities and Villages Change Their Boundaries

Once they are incorporated, cities and villages may grow in area by a procedure called **annexation**. Annexation involves taking a part of an adjoining town and adding it to the city or village. This requires the approval of the city council or village board and usually of the voters in the area to be annexed. In some cases, an advisory review by DOD is also necessary. After these steps are completed, the area transfers to the city or village and its residents become city or village residents.

Another way a city or village may grow is by **consolidation**. In this process, two or more separate units of government which are located next to each other vote to merge (join) into one unit. This requires a favorable vote from each government body and the residents of each unit involved. The merger may occur between towns, villages, cities or any combination of them. A consolidation involving a town must be approved by DOD.

Incorporation, annexation and consolidation proceedings are complicated, and there are very detailed state laws that must be followed in each case.

Population Differences

Cities usually have more people than villages. Most Wisconsin villages have fewer than 1,000 residents. The smallest is Ingram, which has a population under 100. But there are some exceptionally large villages. The largest is Menomonee Falls with about 27,000 people. When a village's population reaches 1,000, it can choose to become a city, but it does not have to make the change. The largest city in the state is Milwaukee with a population of about 600,000. Madison is second in size with a population of over 170,000. There are 12 other cities in Wisconsin with populations over 40,000. The

five smallest cities each have a population under 1,000. The smallest is Bayfield with about 750 residents.

Organization Differences

Although the broad powers of villages and cities are similar, there are some differences in the way their governments are organized.

The **board of trustees** by which a village is governed is **elected at large.** This means they are chosen from the village as a whole rather than from election districts. Ordinarily, a village with a population of 350 or less elects two trustees, and larger villages elect six. Trustees are elected for two-year terms in the spring nonpartisan elections.

The people also elect their **village president.** Like any other board member, the president votes on matters before the board, but has no authority to **veto** (refuse to approve, and thereby, block) board actions.

Other elected village officers may include a clerk, treasurer, assessor and municipal judge.

The governing body for cities is the **common council.** Council members are usually called **aldermen.** They are elected on a nonpartisan basis and, in most cases, they serve two-year terms. In some cities, aldermen are elected at large. In most, the city is divided into sections called aldermanic districts, and the citizens can vote only for the aldermanic candidates running in the district in which they live. Some large cities subdivide the districts into smaller sections called wards, but all wards within a particular district vote for the same list of aldermanic candidates.

The number of aldermanic districts may vary among cities, but boundary lines are supposed to be drawn so that there is an approximately equal number of residents in each of the city's districts.

The chief executive officer in most cities is the **mayor,** who is usually elected for a two-year term. The mayor presides at council meetings but has authority to vote only in case of a tie. The mayor may veto council actions. The council may override (cancel) the veto if two-thirds of the council vote to do so.

SOME ACTIVITIES OF CITY AND VILLAGE GOVERNMENT

Police Protection

Snow Removal

Fire Fighting

Trash Collection

Various officials, including a clerk, treasurer, assessor, engineer and attorney, help the mayor run the city. They may be elected by the people, appointed by the council or appointed by the mayor. In some cases, the mayor's appointments must be approved by the council.

City and Village Home Rule

Cities and villages have special problems in providing services. Streets must be built to withstand the heavy traffic. Sidewalks and streets must be well lighted and drained properly. Underground networks of pipelines must be built to supply large numbers of people with water and sewer services. Crime must be controlled and fire protection must be provided.

City and village governments have been given wide-ranging powers to deal with these problems. By constitutional amendment, both are granted broad authority, known as **home rule.** This means that a village or city may do things its own way unless: 1) the state constitution prohibits it; or 2) the activity is something of statewide concern that the legislature should handle. Within these limits, the governing bodies of the cities and villages may adopt their own laws, which are called **ordinances.**

A city or village operates under its general **charter,** which is comparable to a state constitution. The charter is a set of rules outlining the way each unit has decided to organize and carry out its functions. Long ago the state legislature used to pass a law granting a special charter to each city and village as it was incorporated. Now the state has a general charter law, and the local unit may adopt its own charter within the provisions set by state law. The charter can be changed by a charter ordinance, which may be subject to voter approval.

Because cities and villages have home rule, they are allowed to organize according to their needs. By passing a charter ordinance, they may determine whether certain officers will be appointed or elected, the length of their terms and whether some offices may be combined.

Cities may decide, to some extent, how much authority the mayor should have over city affairs. In a "weak" system, the mayor has to share power with other elected officers, and various boards, commissions and independent officials. No single person is really in con-

trol of the administration (management) of city affairs. In a "strong" system, the council gives the mayor the power to appoint chief department heads, supervise government services and prepare the budget. The aim is to develop coordination and efficiency. Most Wisconsin cities have weak mayor systems.

Several cities and villages have created the position of **administrator** to strengthen municipal management. The duties of this officer may range from merely serving as an executive assistant to handling budgeting, purchasing and personnel, as well as supervising public works, parks, and police and fire services. The administrator's authority depends on the wishes of the village board or the mayor and the city council.

Another pattern of government, which can be selected by cities and villages under home rule, is to have a council-manager form, with a professionally-trained **manager.** In this system, the council or board is usually elected on an at-large basis. It hires a manager, who serves at its pleasure for an indefinite term, to carry out its directions and see that government services operate as planned. The manager form of government is based on the idea that there should be a separation between the voters' representatives, who decide what government should do, and the administrators, who see that it gets done. Managers do not preside over council or board meetings and have no veto power. They may appoint their own department heads, subject to council or board approval, and they have responsibility for budget preparation. There are 10 city managers and eight village managers in Wisconsin.

City and Village Finances

Cities and villages do many things and provide many services for their citizens. Some of them, particularly the smallest, limit their activities to essential services, such as providing for streets and water and sewer systems. They may maintain a small police force and a volunteer fire department. As a general rule, when cities and villages grow in size, more services are needed, including parking areas, parks and recreational facilities. But all these services cost money. The type and quality of service provided will depend on how much the people are willing to pay.

Financing new public buildings, streets, sewers or parks may be too expensive to pay all at once. The council or board may decide to

spread the cost of the project over 20 or 30 years. It does this by borrowing the money and paying some back each year, along with a certain amount of interest. To back its promise, the unit must impose an annual tax that cannot be repealed until the loan is repaid. State law limits the amount a local unit can borrow and, in some cases, before a local unit may borrow money, a vote must be taken in which residents approve the loan.

The Budget

Perhaps the most important job of the city council or the village board is to decide how money is to be used during the year. How much should be spent? For what purposes? How will the money be raised? These questions are covered when the city or village budget is discussed and approved each year.

The city or village **budget** is basically a description of services and what they are expected to cost in the coming year. It also shows how much income is expected during the year. In making up the **expenditure** (spending) side of the budget, many questions have to be settled. Some examples are: Should the city buy a new fire truck? How many employees will be needed to handle the government's services? Should the city develop a new park?

The budget process should be of interest to all citizens. This is their chance to tell their representatives what they want government to do and how much they are willing to pay. The state budget law, which applies to counties, towns and school districts, as well as cities and villages, requires that a public hearing be held on the budget before it is officially adopted. The place and time of the hearing must be publicized in advance. Any resident or taxpayer who attends the hearing is entitled by law to speak on the budget.

Charts 3 and 4 show how the typical village and city spend their dollars for services. The ways they spend money are similar. Remember, however, that the total amount of dollars spent may be quite different, depending on the population of the city or village and the amount of service required.

The Property Tax

When it is known what the city or village wants to do and how much the operations will cost, those planning the budget must figure

out how the money will be raised to meet these expenses. First, they estimate the income which can be expected from sources such as federal aids, shared revenues and state aids. This amount is then subtracted from the costs. That part of the cost which remains is financed by **property taxes.** The amount of dollars to be raised through these taxes is called the **tax levy.**

Charts 5 and 6 show that general property taxes are one of the two largest sources of city and village income. They

CHART 3

The City Expenditure Dollar

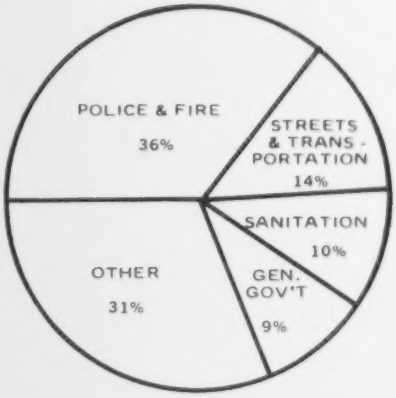
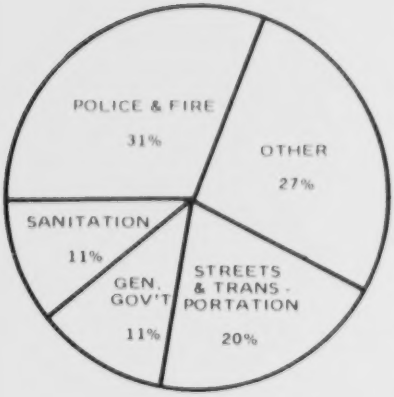


CHART 4

The Village Expenditure Dollar



are also used to pay for town and county government, as well as schools. This type of tax is paid by the owners of property such as homes, farms, businesses and factories. All the property taxes that are levied by the different units are collected by the town, village or city in which the property is located. This means that a property owner receives only one property tax bill each year, but after the money is collected, it is distributed to the various taxing units (city, county, school, vocational district, etc.) according to the tax each unit levied.

The amount that each individual property owner pays depends largely upon two things: the amount of money that is needed from property taxes and the assessed value of the property. Assume that a city needs to levy $1,000,000 in property taxes and all taxable property in the city is valued at $50,000,000. The amount to be raised ($1,000,000) would be divided by the value of the taxable property ($50,000,000). The result is a **tax rate** of $.02 (2 cents) for each dollar of taxable property. This tax rate is usually expressed as $20 per $1,000 of property valuation. Thus, a taxpayer with a home assessed at $70,000 would owe $.02 times $70,000 or $1,400 in property taxes.

CHART 5

The City Income Dollar

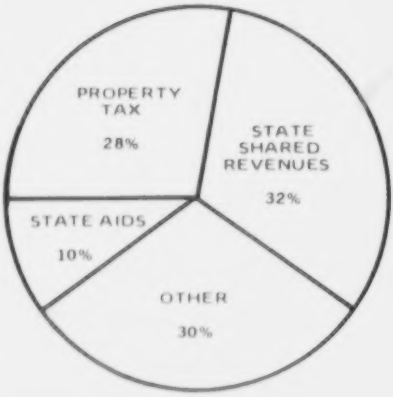
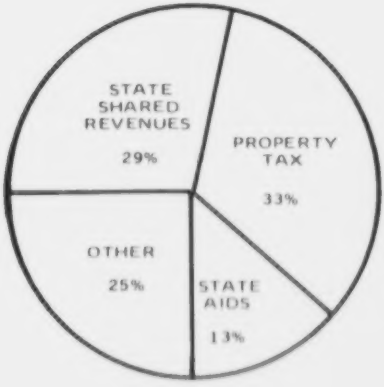


CHART 6

The Village Income Dollar



Conclusion

Cities and villages have many of the same powers and perform similar services for their residents. Because of the home rule provisions contained in the state constitution and state laws, both may change their organization and operations to fit their local needs.

CHAPTER 3 — REVIEW

Questions for Thought and Discussion

1. Describe how a village or city gets started. Give some reasons why the people in a town might wish to start a village or city.
2. How is a village governing board organized? What are village laws called? Does the president play any part in the passage of village laws?
3. What is the name of the governing body in cities? What are city laws called? Does the mayor have any voice in the passage of city laws?
4. Describe the office of city or village manager. How is this officer chosen?
5. Describe how a village board or city council develops its annual budget, and sets the property tax. Check with your clerk to determine the total amount of the current budget and the tax rate that financed it.
6. Is it important for a chief executive to have the power to veto actions by the governing body? Would you say that the veto is part of the law-making function? Give reasons for your answer.

Projects

1. If you live in a village, who is your village president? Your village clerk? How many members are on the board of trustees? (See "Note" following Question 2 below.)

2. If you live in a city, what form of government does your city have? What is the name of your mayor or manager? If your city council is elected by district, how many districts are there? What is your district number? What is the name of the alderman who represents you? (See note below.)

   Note: Have a member of your class ask your city or village clerk for a directory of officials or a copy of the annual report. If this is not available, ask your county clerk for a copy of the county directory of public officials, which usually lists city and village elected officials.

3. Attend a meeting of the village board or the city council. Report about the meeting to your class.

4. If you live in or near a village or city, have a member or group from your class interview the mayor or village president. Ask about the important problems currently facing the city or village.

5. Read the local newspaper to find out if there is a controversial problem in your city or village. Clip newspaper articles and write a report. In your report, state what the problem is, what solutions are suggested, and who has taken sides. What do you think the solution should be? What do you think it will be?

6. Assume that you are going to run for city or village office. Plan your campaign. Write a convincing speech outlining what you are going to do if you win office. Tell why people should vote for you. Ask your parents and friends if they can suggest some local issues. Be specific in your suggestions for improvement.

Chapter 4
School Districts

Public education touches the lives of many people—not only those who are pupils in school, but also parents, teachers and other taxpayers who furnish the money to pay for the schools. It is the most expensive single service state and local governments provide. Many Wisconsin students benefit from tax-supported schooling from the day they enter kindergarten until they complete their high school, vocational school or university training.

Since Wisconsin became a state in 1848, the state constitution has included a requirement that the legislature create district schools throughout the state to provide free elementary and secondary education to all children. This schooling is to be supported by an annual school tax levied by each district. School year total costs average more than $4,230 for each student attending public elementary or secondary school in Wisconsin.

State Supervision

The state constitution directs that supervision of the public school system is to be handled by the **state superintendent of public instruction,** who is elected for a four-year term on a nonpartisan basis.

While actual operation of public elementary and secondary schools is left mainly in the hands of the local school authorities, the state is responsible for enforcing certain minimum standards. To carry out this responsibility, state school officials frequently consult with local school district boards and administrators.

The state also provides financial support for the operation of most local schools. The funds which the state distributes to local school districts are known as state school aids. These include general aids and special aids. General aids are given to help pay instructional

and other operating costs. Special aids are available for transportation or other specific purposes. One way the state can enforce its minimum standards is by withholding state aids if the state requirements are not met.

In general, state school aids are distributed to promote three objectives: 1) to provide reasonably equal educational opportunity for all students; 2) to encourage local districts to improve their educational programs; and 3) to keep the property tax levy as low as possible.

The state has also set up regional organizations to help provide certain school services within each district. There are 12 such regions, called cooperative educational service agencies (CESA's). School districts may contract with their CESA for special services they might not otherwise be able to afford, such as classes for handicapped children. The governing board of each CESA is composed of representatives from the area's school boards.

Types of Elementary and High School Districts

The school district in which your school is located is a special unit of government. It has only one purpose—to furnish education. There are about 430 school districts in Wisconsin.

There are two general types of school districts—common and unified. In addition, a special law applies only to the school district for the city of Milwaukee.

Most of these districts operate full programs, ranging from kindergarten through 12th grade. In a few cases, there are separate school districts for the elementary grades and a single school district, called a union high school district, for grades nine through 12.

Another difference in districts involves who determines school policy. The chart on the following page shows ways in which school districts may differ in terms of organization and control. Common and union high school districts operate very much alike, so they are shown together on the chart.

Each common or union high school district is governed by a school board and an annual school meeting, which are similar to the town board and the town meeting. The annual school meeting, usually

held in July, gives the voters an opportunity to express their ideas about how the schools should be operated. The most important item of business usually is approval of the amount of school taxes to be levied for operational purposes. Other questions may also be raised. For example, the annual school meeting may decide to have a school lunch program or to authorize the school board to buy or sell school district property. Most of the other powers and duties are exercised by the school board, whose members are elected at large by the voters.

In unified school districts, general school operations are directed by a **school board.** Its members are elected at large by the voters. The school board adopts the school budget after a public hearing. It also has the other statutory powers and duties of school boards.

In the Milwaukee (city of the first class) school district, as in unified school districts, the school board directs general school operations, and adopts the school budget after a public hearing. Of the nine Milwaukee school board members, however, one is elected at large and the other eight are elected by district at the spring election.

The day-to-day operation of the schools is the responsibility of the superintendent of schools, who is hired by the school board for this purpose.

SOME DIFFERENCES IN SCHOOL DISTRICTS

	Common and Union High School Districts	Unified School Districts	City of the First Class (Milwaukee) School District
Governing bodies	School board and electors at annual meetings.	School board.	School board.
Election of school board members	Elected at large at spring election.	Elected at large at spring election.	Eight elected by districts and one elected at large at spring election.
Approval of annual budget*	Budget prepared and approved by school board.	Budget prepared and approved by school board.	Budget prepared and approved by school board.
Approval of property tax levy*	Electors at annual meeting.	School board.	School board.

* Public hearing required before approval. If deemed necessary, the school board may adjust the tax levy amount.

A SCHOOL PROBLEM IS SOLVED

The superintendent meets with the school board and recommends building a physical fitness center at the school.

After study, the school board approves the new facility and budgets money for construction.

School officials, parents and students attend a ribbon-cutting ceremony to dedicate the school's new outdoor fitness center.

Financing Schools

The school budget is an estimate of the amount of money that will be spent to operate the school during the coming year. It also lists the amount of income, including state aid, that the school district expects to receive during the year. Chart 7 shows how the typical school district spends money from its general fund. General fund expenditures are approximately 92 percent of total school spending. Chart 8 shows where the money spent by the schools comes from.

The main source of school income is the property tax. The amount of money to be raised through property taxes is called the school tax levy. School taxes are collected by towns, villages and cities and then turned over to school districts for school use.

CHART 8

The School General Fund Revenue Dollar

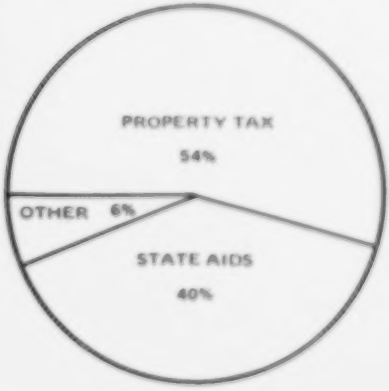
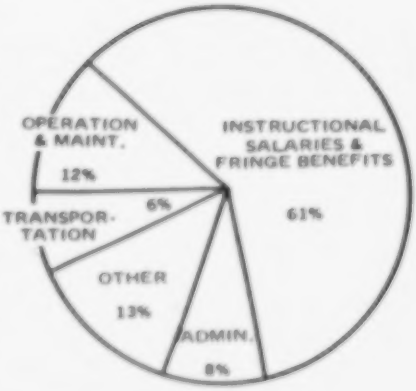


CHART 7

The School General Fund Expenditure Dollar



The main category of school general fund spending is for teachers' salaries and fringe benefits.

Other important costs are building operation, maintenance and repair, school administration, school busing and other services such as library, guidance and data processing.

A school district may borrow money to build and equip new buildings. Usually it is necessary that the voters first approve the borrowing in a special election.

Vocational, Technical and Adult Education

In addition to school districts, the state is divided into 16 vocational, technical and adult education (VTAE) districts. VTAE districts are much larger in area than your school district. Most cover several counties.

When vocational schools were started many years ago, the programs were usually designed for people who had not finished high school and needed to learn a work skill. Today's VTAE district offers a wide variety of educational and training courses for youth and adults. A person who did not complete high school may earn a high school diploma at a vocational school. It is also possible to train for a trade or technical career, such as carpentry, nursing, electronics, data processing or automobile mechanics. In addition, there are opportunities to improve one's job skills or to pursue special interests, such as art or music.

To a large extent, VTAE programs are designed for high school graduates. Three districts are authorized to offer freshman-sophomore college courses. A student completing the two-year college transfer or technical program receives an associate degree. Persons graduating from a vocational program of two years or less, such as clerk-typist or drafting, receive a diploma. In addition to degree and diploma programs, shorter courses are offered.

Each VTAE district is governed by a nine-member board, chosen by representatives from the general government units in the district. (In most cases, the county board chairmen jointly make the appointments.) By law, the VTAE board is made up of three employers and three employees, who represent various businesses and industries in the district, two members of the general public and one school district administrator.

The VTAE board has general control of the district's programs, employees, facilities and finances. It selects a director to administer the district's affairs. Like local school boards, VTAE district boards may own property, levy taxes and assume debts.

At the state level, the VTAE districts are supervised by the State Board of Vocational, Technical and Adult Education. This board must approve all construction, courses and programs.

CHAPTER 4 — REVIEW

Questions for Thought and Discussion

1. What types of school districts do we have in Wisconsin? Describe each kind. Which type holds an annual meeting to decide general operations?
2. Name the most important source of income for public schools. Discuss state school aids and their purposes.
3. In your opinion, who should decide what courses will be taught in your school—the teachers, the principal, the pupils, the parents, the school superintendent, the school board, the annual school meeting, the state Department of Public Instruction or the state legislature? Why?
4. What role should the state play in local school operations? Should it certify teachers, set school terms, certify courses for aids, or control budgets and finances?
5. Discuss: Should people who do not use the public schools have to pay taxes for them?

Projects

1. Find out what type of school district governs your school. Mark its boundaries on a map.
2. Check how much it cost to operate your school district last year. How many students were enrolled? Figure out how much it costs to educate you for one year by using the average per pupil cost.
3. What is your vocational, technical and adult education district? What programs of study does it offer? (Have a member of the class pick up a catalog of courses for the vocational school nearest you.)
4. Find out the number of your CESA district and what services the district provides to your school.

Chapter 5
Counties

The county has always played an important part in Wisconsin government. It was a unit of government even before Wisconsin became a state in 1848. In that year, there were only 29 counties. By 1901, the number of counties had grown to 71. In 1961, the newest county of Menominee was created from the territory which made up the Menominee Indian Reservation. This brought the total number of counties to the current 72.

With a few exceptions, the form of county government has not changed much since the early days. The services provided by the county have expanded greatly, however, and it has become a very important unit of local government.

The County's Dual Role

The county actually serves two purposes. It provides certain services at the local level for the state, and it is also a unit of local self-government.

The county assists the state in many ways. The county sheriff enforces state laws, including state traffic regulations. The county district attorney represents the state in prosecuting those who break state laws. The county highway department maintains the state trunk highways within its borders. The county register of deeds keeps certain records required by the state, such as property records, marriage licenses and birth and death certificates. The county clerk handles elections and sells state hunting and fishing licenses. These are just a few examples of the way the county acts as an arm of state government.

As a unit for local self-government, the county has been given powers to handle certain matters that are of local interest, but the county may do only those things which are spelled out by state law.

COUNTIES IN WISCONSIN

The largest county in size is Marathon. It has 1,559 square miles. The smallest county in size is Pepin with 231 square miles.

The most populous county is Milwaukee with more than 900,000 people. The county with the smallest population is Menominee, which has fewer than 4,000 residents.

For example, the county may build parks, keep up county forests, take care of county highways, provide mental health services and maintain nursing homes for the aged.

While the county may provide only those services that are required or permitted, it does have some control over how the government is organized and administered.

County Board of Supervisors

The **county board of supervisors** passes ordinances (laws) and resolutions, and it may have the main responsibility for running county government if there is no county executive or county administrator, as described below.

Most boards divide into committees to handle their duties. Some examples of board committees are finance, personnel, agriculture, highways, parks and zoning. The committee must solve problems which arise in its area of responsibility. Sometimes it does this by recommending that the board as a whole take necessary action. The board usually will follow its recommendations. In counties without an executive or administrator, the committee also supervises the department which relates to its field. For example, the highway committee supervises the activity of the county highway department. This type of administration may be called **government by committee.**

Each supervisor on the county board is elected from a supervisory district. The county's population should be divided about equally among the districts. If necessary, following the federal population census conducted every ten years, the county board must redraw the districts to be sure the districts are equal.

All supervisors are elected on a nonpartisan basis for a two-year term, except in Milwaukee county where the term is four years. The maximum number of supervisors on the county board is limited by state law depending on the population of the county, as indicated in the listing on the following page, but the board may have fewer members if it chooses.

Two counties, Milwaukee and Menominee, have county boards based on a different system of representation. The size of the Milwaukee county board is determined by the board.

Population of County	Maximum Number of Supervisors
At least 100,000 but less than 500,000	47
At least 50,000 but less than 100,000	39
At least 25,000 but less than 50,000	31
Less than 25,000	21

In Menominee county, which has only one town, the entire town board also serves as the county board of supervisors. Thus, the Menominee county board has seven members.

County boards are required by law to meet at least twice a year. The April meeting is an organizational meeting in which the board elects its officers and names its committees. The purpose of the fall meeting in October or November is to adopt the annual county budget. Other meetings are held as often as necessary. Many county boards meet at least once a month.

County Executive, County Administrator

As county duties and services became more complex, state law was changed to permit selection of a single officer to manage county government. If elected, this official is called **county executive.** If appointed by the county board, the title is **county administrator.** Under state law, Milwaukee county is administered by a county executive. Other Wisconsin counties may create the position of executive or administrator if they choose.

In many respects, the duties of the two positions are similar. Both the executive and administrator administer the affairs of the county, submit an annual budget and make certain appointments to office. There are some differences, however. A county executive is elected by the people for a four-year term and is a more independent officer with authority to veto county board actions. On the other hand, a county administrator is selected by the county board to serve at its pleasure for an indefinite term and has no veto power. Currently, there are four county administrators and eight county executives.

In counties that do not have either an executive or administrator, an "administrative coordinator" must be appointed by the county

board. In some cases, the county clerk or county board chair has been designated for that position. State law does not specify the powers or duties of the office.

Other County Officials

Each county is required by the state constitution or state law to elect certain officials whose duties are set forth by state law. These are a district attorney, sheriff, clerk, treasurer, register of deeds, clerk of circuit court, coroner (unless the county has a medical examiner system), and surveyor (unless that officer is appointed). Milwaukee county does not elect a coroner or a surveyor.

In contrast to county supervisors, these county officials are elected on a partisan basis for a two-year term. They run on a party ticket in the November general election and receive party support for their campaigns.

The county clerk serves as secretary to the county board and performs some general management duties. In counties not having an executive or administrator, the clerk may compile the budget requests for the board to review, as well as keep the financial records on income and expenditures.

Another elected county official is the treasurer who handles all county government funds. The treasurer must receive and record all revenues coming into the county treasury and pay money out upon proper authorization.

To reduce the work of the board, some counties have made the board chairmanship a full-time position or have created a business manager position. Occasionally, the business manager is given a title such as "business administrator" but does not have the authority of the statutory administrator.

Several criticisms have been raised about the organization of county government. Some say that the county board should be concerned with lawmaking and not be burdened with administrative details. They would like to see wider use of a county executive or administrator with broad powers. Others have complained that having so many independently-elected county officers splits up responsibility.

County Activities and Financing

We have seen that your county does many things, not only as a unit of local government, but also as an agent of the state. It is not possible to list all the activities in detail, but we can look briefly at a few of them.

Health and Social Services

The county administers programs to aid certain families in which the parent cannot provide enough money to support the family. The county determines eligibility and the amount of aid. The actual monthly payment comes from a state check.

CHART 9

The County Expenditure Dollar

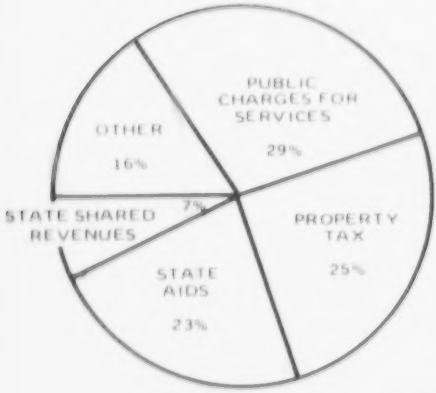
The county also provides special services to people who are blind, disabled or elderly. The money for their living expenses is paid to them directly by the federal government.

Counties administer local general relief programs for persons in need who do not fit into the categories already listed.

Some counties also operate a nursing home. Other county services include general health and mental health programs. Most health-related expenditures of counties are repaid by the federal and state governments on behalf of the patients served.

CHART 10

The County Income Dollar



Highways

The county has always been an important unit of government for highway purposes. Each county has a county highway department. It is supervised by the county board's highway committee and directed by a highway commissioner. Counties operate and maintain about 19,500 miles of county trunk highways in Wisconsin.

The counties also handle snow removal, salting and upkeep on state trunk highways. This work is supervised and paid for by the state. Counties may construct and maintain roads for towns when asked to do so. The county is paid by the town for this work.

Public Safety

The sheriff is the county's most important police officer. The sheriff arrests persons accused of committing crimes and has charge of the county jail. In most counties, the sheriff enforces the traffic laws. In a few counties, there is a separate county traffic patrol that enforces traffic laws.

Another important law enforcement official in the county is the district attorney. This official represents the government when a criminal case goes to court.

If a death appears to be due to unnatural causes, the coroner may be called to investigate whether a crime has occurred. Instead of a coroner, Milwaukee county employs a physician as a medical examiner. Other counties may replace the coroner with a medical examiner system, if they wish.

Financing County Government

County major revenues are: charges for public services (such as nursing home fees); state and federal aids (especially for social services, mental health and highways); and the county property tax.

Conclusion

County government has served Wisconsin over many decades, filling dual roles as an arm of state government and a unit of local self-government. Today many counties are faced with demands for new or improved services, which cover broad geographical areas. The part counties play in directing and coordinating government services in the future will depend on the responsibilities assigned them by the state legislature.

CHAPTER 5 — REVIEW

Questions for Thought and Discussion

1. How is the county board chosen? What are its duties? Why are committees important to the board's operations?
2. Which county officials are elected on a party ticket?
3. What are some of the major services provided by county government?
4. What are the three chief sources of revenue for county services?
5. Can you think of any services now provided by towns, villages or cities that might be handled better on the county level?
6. How many supervisors serve on your county board? Do you think this number is too large, too small or about right? Why?

Projects

1. Have a member of your class ask the county clerk for a directory of county officials. Make a list of your elected county officials. Who is your county board supervisor?
2. Does your county have an executive or an administrator? If so, find out how the office is organized. If not, discuss whether your county should have one or the other.
3. Attend a meeting of your county board and report your observations to the class.

Chapter 6
State Government

A special feature of state governments in the United States is their variety. Although there are many similarities among them, no two are exactly alike. Each state has developed a system of government which fits the history and particular desires of its own citizens.

The State Constitution

The general pattern for state government in Wisconsin is set by the state **constitution**. This document was adopted by the citizens in 1848 as a necessary step for becoming a state.

Compared with some states, the Wisconsin constitution is relatively brief. It sets the basic principles for state and local government by describing how these governments will be organized and what powers they will have. The constitution protects the liberties of the individual and safeguards property rights. It lists the duties of certain public officials. It also deals with government finance, taxes and debt.

Each year, new laws are passed to keep government up to date, but these laws must agree with the constitution. A citizen who questions whether a law agrees with the constitution may take the matter to court. If the court decides there is a conflict, it will declare the law unconstitutional. The constitution would then have to be changed before the legislature could pass such a law and have it enforced.

Some states have completely rewritten their constitutions over the years. Wisconsin is still using its first constitution, but the content has undergone many changes.

There are two ways to change our state constitution. One is by **amendment**. An amendment is a change in the existing wording of

the constitution. Two legislatures in a row pass the amendment proposal (the new wording) in identical form. After this, the proposal must be approved by a majority of those who vote on the question when it appears on a state-wide ballot. The voters have approved over 125 amendments so far.

The other method for changing the constitution permits the legislature upon approval of a majority of the voters to call a constitutional convention to revise or completely rewrite the constitution. The convention method has never been used in Wisconsin.

Branches of State Government

Wisconsin's state government is organized into three branches that reflect the three major roles of government. The legislative branch makes laws. The **executive** or **administrative branch** sees that the wishes of the legislature are carried out and the laws enforced. The judicial branch, or the court system, settles any legal questions that arise regarding the actions of the other two branches and makes sure the rights of each individual citizen are protected.

In actual operation, things are not so clear cut. At different times, one **agency** (a division of the administrative branch) may have to perform all three functions. Suppose the legislature decides there should be safety standards for certain machines in a factory. To avoid getting involved in technical matters, it may direct an agency to make rules which will have as much force as law. If a factory does not meet the standards, the agency may act almost like a court by holding a hearing to decide whether the rules have been violated.

It should be noted that there are certain safeguards against an agency's using its powers unwisely. First is legislative review. Second, a public hearing is required before the rule becomes final. The agency's decision about a rule violation may be appealed to the courts. Finally, the legislature may revoke the agency's authority to make rules or, by passing a new law, it may set aside a rule which has been made.

The Legislature

The **legislative branch** is the heart of responsible state government. The legislature is elected by the people to represent them and to express their will. It has the power to make important decisions

which affect the lives of every citizen. This lawmaking power is controlled in some ways, however. Constitutional limitations and the governor's veto power provide some checks.

The state constitution says that members of the legislature must be elected from districts established on a population basis. This means each district should have about the same number of people in it. If the U.S. census, which is taken every ten years, shows shifts in population, the legislature must **reapportion** (change) the districts.

The legislature is made up of two separate bodies (or houses), called the **senate** and the **assembly**. The senate has 33 members. Each senator serves a four-year term and is elected on a party ticket from one of the state's 33 senate districts in the November general election of even-numbered years. The senators from the even-numbered districts are elected at one general election and those from the odd-numbered districts are elected at the next. Because of this, the terms of office overlap so that about half of the senators are elected every two years.

The assembly is composed of 99 members, called **representatives**. Each representative is elected in the November general election in even-numbered years from one of the 99 assembly districts in the state. (Each senate district contains three assembly districts.) Each assembly candidate runs on a party ticket for a two-year term of office.

A legislator who is elected in November is sworn into office the following January when the legislature convenes. Meetings of the legislature are identified by the odd-numbered years. Thus, we refer to the 1987 legislature, the 1989 legislature, etc. The legislature meets off and on during the two-year legislative period, according to a work schedule agreed upon by both houses.

Each house organizes for business by electing officers and appointing committees to handle certain matters. By majority vote, the assembly chooses its chief presiding officer, called the **speaker**. Senators choose a **president**. The presiding officer acts as chairman for the day-to-day meetings of the legislature by seeing that business is handled in an orderly way and allowing representatives or senators to speak and vote on a bill.

STATE SENATE DISTRICTS IN WISCONSIN

STATE ASSEMBLY DISTRICTS IN WISCONSIN

Political parties play an important part in the legislature. Within the two houses, the legislators organize according to their parties. Each party in each house elects a **floor leader** who directs activities of the party members and tries to get them to work together during the daily legislative meetings. If the party has a majority of members in the house, its floor leader is called the majority floor leader. If not, the title is minority floor leader.

Frequently, the senators or representatives of a particular party meet to talk about legislative issues and plan the party's action in their house. These sessions are called **party caucus meetings**. They are usually open to the public, except when personnel questions are being discussed.

Making New Laws

Sometimes as many as 2,500 legislative proposals, called **bills**, are introduced in a single legislature. Only a few hundred of these become laws, called **acts**. They are numbered to correspond to the legislature that passes them, for example, "1987 Wisconsin Act 8."

A bill must go through a number of steps before it finally becomes an act. First, it is introduced in the senate or assembly and numbered in order, according to the house where it originates. (For example, Senate Bill 1, Senate Bill 2, etc., or Assembly Bill 1, Assembly Bill 2, etc.). Each bill usually is given a public hearing before one or more of the many senate or assembly committees. Anyone can go to these hearings and register or speak for or against a particular bill. The committee then sends the bill back to the assembly or senate with its recommendations.

If the bill is passed by a majority vote in the first house, it must then go through the same process in the other house. After a bill is passed in identical form by both houses, it is sent to the governor for signature. The bill, if signed, becomes a new state law. The governor may decide, however, to veto the bill in whole or, for fiscal bills (such as the state budget), in part. In either case, the bill cannot become law unless the legislature overrides the veto by a two-thirds majority vote in each house.

The majority of bills change, make additions to, rearrange or strike out parts of the *Wisconsin Statutes*. The **statutes** are the basic laws of the state. They contain the major actions of all the past ses-

HOW A BILL . . .

A.

Ideas for new laws come from many sources. Lawmakers regularly meet with constituents, lobbyists and many others to discuss legislation.

B.

Each bill usually receives a public hearing so citizens can present their views. The bill is then sent to the full house with the committee's recommendation.

C.

Before final action in each house, legislators often hold informal party caucus meetings to discuss legislation and plan strategy.

. . . BECOMES LAW

D.

The bill must pass by a majority vote in the first house, and then it must go through the same process in the other house.

E.

If each house passes a different version of the bill, representatives from both houses form a conference committee to iron out these differences.

F.

Finally, the governor signs the bill, and it becomes a new state law.

sions of the legislature printed together in a systematic form. Laws dealing with the same subject are grouped together and numbered with care and great detail. The statutes are revised after each legislative session to reflect all changes made, thereby providing a complete and up-to-date compilation of all current laws.

The Courts

The **judicial branch** is composed of a system of courts: the supreme court, the court of appeals, circuit courts and municipal courts. State law decides which type of court will handle which type of case. This power of a particular court to hear certain cases is known as its jurisdiction.

The **state supreme court** is the most important court in Wisconsin. It has the last word on whether a state law agrees or conflicts with the Wisconsin constitution. It selects the cases it will review from the appellate and circuit courts, and its decision is final, unless there is a question of federal law involved. The supreme court is composed of seven justices, each elected on a nonpartisan basis for a ten-year term of office. If a justice dies or retires, the governor may appoint a temporary replacement. The justice who has served the longest on the supreme court is entitled to be "chief justice," unless he or she declines. The supreme court, through the chief justice, supervises the entire court system.

The **court of appeals** hears cases appealed from the circuit courts. The state is divided into four appellate districts. There is a three-judge panel in each district. Some appeals, such as small claims or traffic cases, can be heard by a single appellate judge, rather than the entire panel. Appellate judges are elected on nonpartisan ballots for six-year terms, and their salaries are paid by the state.

Below the court of appeals is a level of courts called **circuit courts.** The state is divided into 69 circuits (districts). Within a circuit, there may be one or several judges, depending on the work load. A circuit court plays two roles. In addition to being a trial court (a court where trials are held), it can hear appeals brought to it from municipal courts. Circuit court judges are elected on nonpartisan ballots for six-year terms. The state pays their salaries.

In addition to the courts described earlier, towns, villages and cities may establish **municipal courts** to handle violations of local ordinances, primarily traffic cases. Municipal judges are elected.

The Executive Branch

The day-to-day services of state government are handled by the **executive** or **administrative branch** of government.

The state has about 57,000 employees, figured on a full-time basis. While many of them work in Madison, a number are located in district offices, universities and institutions throughout the state.

A work force of this size requires good organization and supervision if the state is to operate properly. This is the responsibility of the governor and the people selected to head the various state agencies.

The Governor

According to the state constitution, the state's chief executive officer is the **governor**, who is elected on a party ticket every four years. One of the governor's most important duties is supervision of the state's administrative agencies. Like a football coach encouraging teamwork, the governor's aim is to get all the parts of state government to work together for good administration.

Because of the size of state government, it is a very difficult job to supervise all state agencies. The governor is assisted in this task by the officials he appoints to head certain key agencies. Generally, these appointments must be approved by the senate.

The most important way that the governor exercises power over state agencies is through recommendations to the legislature. The work of each state agency and the importance of its programs are reviewed every two years when the state budget is drawn up. The governor is required to send the legislature a detailed plan of how much money each agency should be authorized to spend and how the money should be raised. In its final form, the budget is a law passed by the legislature, but the original recommendations come from the governor.

The governor can also recommend new laws or improvements in the existing ones by emphasizing these matters in formal messages to the legislature or through informal discussions with individual senators or representatives.

Other Executive Officers

The constitution names five other state officers whom the people elect for four-year terms:

The *lieutenant governor* may take over the duties of the governor when the latter is out of the state. If the governor dies or leaves office, the lieutenant governor becomes acting governor.

The *secretary of state* has charge of many official state records.

The *state treasurer* has official charge of the state's funds. However, state accountants and regular banks handle most of the day-to-day activities.

The *attorney general* is the chief legal officer for the state and its agencies. This responsibility includes advising state and county officials on various legal questions and handling a case when the state is involved in a lawsuit.

The *state superintendent of public instruction* has general supervision of the public schools in the state.

With the exception of the superintendent of public instruction, all the above officers are elected on party tickets. The governor and lieutenant governor are elected as a team, rather than as separate candidates.

State Government Organization

The legislature has established about 40 state agencies to handle state government operations. Most of the larger agencies are referred to as "departments."

Agency organization varies. The agency may be directed by a single official, called a secretary, or it may be supervised by a part-time board which has authority to choose a secretary or director to

run the day-to-day business. Another form of organization is to have the agency headed by a full-time commission which actually directs operations.

The usual pattern is to have the head of the agency (a person, board or commission) appointed by the governor with the approval of the state senate.

Some people contend it is better to have an agency under the direction of an individual appointed by the governor, because this type of official will be more responsive to the chief executive's wishes. Others claim the board-secretary approach is better, because it allows the department's operations to continue smoothly despite changes in elected officials.

Both kinds of organization have been used to administer complex services in state government. Wisconsin's Department of Transportation is directed by a secretary, while the University of Wisconsin System is headed by a board, which selects the System's president.

State Services

Regulation

Through its agencies, the state adopts regulations to promote the health, safety and welfare of its people. These divisions that deal with regulations are often called regulatory agencies. They may perform their duties by issuing licenses, by inspecting products and buildings and by conducting educational programs. Their activities include regulating banks and insurance companies or licensing occupations, such as doctors, lawyers, dentists, barbers and plumbers. Some regulatory agencies are concerned with seeing that food sold to the public is prepared in a sanitary way. Others may check complaints about job discrimination. Some establish rates for electricity, telephone service, and municipal water.

Higher Education

The State operates a system of higher education called the University of Wisconsin System, which is governed by a board of regents, appointed by the governor with the approval of the senate. The system includes 13 four-year institutions, known as universities, and 13 two-year campuses, known as university centers.

In addition, the University Extension system provides learning opportunities for adults throughout the state by offering them chances to continue their education. Programs include evening classes, correspondence courses, short seminars and classes conducted over a special telephone network.

Health and Welfare

The Department of Health and Social Services administers several broad programs involving corrections, mental health, family services, vocational rehabilitation, health and aging.

The Division of Corrections operates correctional institutions, such as prisons, schools and correctional camps, for juveniles and adults who have broken the law. The division also supervises persons who are on probation or parole.

The Division of Care and Treatment Facilities has charge of Mendota and Winnebago Mental Health Institutes and three centers for the developmentally disabled.

The Division of Community Services supervises federal and state public assistance programs, including aid to families with dependent children, and determines food stamp and medical assistance eligibility. It also supervises child support enforcement agencies and relief for needy Indians. Another responsibility of this division relates to mental health, mental retardation and alcoholism and drug abuse. It supervises foster homes and adoption services and promotes services for Wisconsin's elderly, including senior citizen centers, information and referral services, and housing and nutrition programs.

The Division of Vocational Rehabilitation aids the mentally and physically handicapped in finding jobs through counseling, training and job placement.

The Division of Health provides a broad variety of services to prevent illness and improve mental and physical health, ranging from inspecting restaurants to administering the medical assistance program.

Transportation

The state's Department of Transportation supervises about 11,900 miles of state trunk highways, which includes 578 miles of in-

terstate roads. Individual contractors and the counties handle actual construction, repair and maintenance of these highways, but the state finances and is responsible for them.

The department plans transportation improvements, manages the state's program of transportation aids and handles land acquisition for rails and airports. It is also responsible for licensing drivers and registering motor vehicles. Through the state traffic patrol, it enforces state motor vehicle laws.

Natural Resources

The Department of Natural Resources is responsible for programs relating to air and water pollution control and disposal of solid wastes, such as garbage and trash. It also operates fish hatcheries for stocking state waters, and state nurseries for producing trees and shrubs for wildlife food and cover. Conservation wardens enforce the fishing and hunting laws.

The department supervises the state's 50 state parks, three recreation areas, nine state forests and 11 state trails, which are designed for hiking, biking, snowmobiling and cross-country skiing. Altogether, these areas cover almost 565,000 acres.

Agriculture

The Department of Agriculture, Trade and Consumer Protection serves both producers and consumers. It works to control plant and animal diseases, and it assists producers with information on how to market their products throughout the United States and in foreign countries.

The department is responsible for licensing and inspecting a wide variety of businesses, including bakeries, cheesemakers, food processors, and soft drink manufacturers and distributors. It also seeks to promote fair business competition and to protect customers and businesses from unfair business practices.

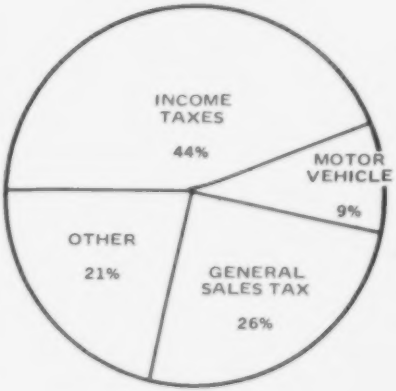
Financing State Government

Most of the cost of operating state government is covered by the taxes the state collects. Additional funds are received from the federal government, and the state collects some money through direct charges for certain services, such as university tuition.

Wisconsin currently collects and spends about $6 billion in state taxes annually. (Wisconsin's state finances are geared to a year-long period beginning on July 1 and ending the following June 30. This is called a **fiscal year.**) There are many kinds of state taxes, but three of them produce the major part of the state's revenue: income taxes, sales taxes and motor vehicle taxes.

The income taxes paid by individuals and corporations made up 44 percent of all state taxes, as shown on Chart 11.

CHART 11
Total Distribution of State Taxes

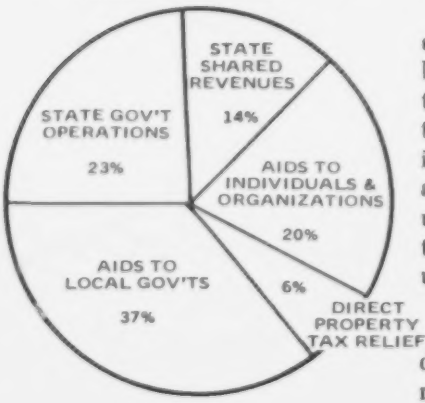


A five-percent general sales tax is collected on most items, except groceries and prescription drugs.

Other special taxes are collected on beer, liquor, cigarettes and tobacco products.

Drivers pay a state tax on each gallon of gasoline they buy. In buying license plates, they also pay a motor vehicle tax for the privilege of using the highways. Other large amounts of revenue come from unemployment compensation taxes and from taxes on public utilities, inheritances and gifts.

CHART 12
Distribution of State Expenditures from the General Fund



As we have seen, the state does not keep all of its tax money for its own operations. A

large part of general taxes is returned to local units of government in shared revenues and aids. The effect of the major payment is indicated on each owner's property tax bill. The state also returns an amount of money directly to property taxpayers to reduce the total of their local property taxes. This is called **property tax relief.** It also is shown on the individual property tax bills.

When the state undertakes projects which cost large sums of money, it may decide to finance the improvements through borrowing rather than paying for them from current taxes. The constitution permits the state to borrow for certain purposes, including building construction, highway improvements, land acquisition and water pollution control projects. The amount the state can borrow is limited by the constitution, based on the value of taxable property in the state.

Conclusion

As we study state government, we soon realize that this is really big government when compared with individual local units. Almost 4,800,000 Wisconsin residents rely on the state government to provide certain services that cannot be easily handled at the local level.

State government influences all governmental activity in the state. In fact, it is often said that local governments are creatures of state government. They receive what powers they have from the state constitution or from laws enacted by the state legislature.

Because state government is so complex and powerful, it may sometimes seem to be more remote from control by the people. Yet, we run our state government on the same basis that we run most of the local units of government—through the election of representatives and state officials who must answer to the people for their actions.

CHAPTER 6 — REVIEW

Questions for Thought and Discussion

1. What is the general purpose of having a state constitution? How can the constitution be changed?
2. How many members are elected to the assembly? To the senate? How is the Wisconsin legislature organized to do its work?
3. What is the name of the state's highest court? Briefly describe what it does. What are the names of other types of courts in Wisconsin?
4. Does the governor have any voice in how much money state agencies should be allowed to spend? Who actually passes the state budget?
5. Describe briefly what the state does in the following areas: regulation, higher education, health and welfare, transportation, natural resources and agriculture.
6. What are the main sources of the state's tax money? How does the state share the money it collects with local units of government? If you were a local government official, would you rather get money from the state in the form of shared revenues or state aids? Give reasons for your answer after thinking about the difference between a shared revenue and a state aid, as described in Chapter 2.
7. If you were the governor of Wisconsin, how could you influence the action of state agencies?
8. How does the judicial branch of government act as a check on the power of the legislature to make laws?

Projects

1. Using the *Wisconsin Blue Book*, find out the following things about the latest session of the Wisconsin legislature:
   A. How many Democrat and Republican legislators are there in the assembly? In the senate?
   B. How many days did the assembly and senate meet?
   C. How many bills were introduced into the legislature?
   D. How many of these bills were passed into law by the legislature?
2. Find out the name of your state senator. Who is your representative in the assembly?
3. Visit the state capitol when the legislature is meeting and study its operations, or check your newspaper to find out some of the major issues before the legislature and then stage a mock legislative meeting.

Chapter 7
Influencing Your Government

In this book, you have briefly explored state and local government in Wisconsin. Your exploration began with your home city, village or town, led to your school and county, and ended with state government. But your journey is not over. It is really just beginning because you are the most important part of Wisconsin government. This chapter is about how you can influence what your government does.

Each unit of government is empowered to make certain rules or laws that affect our lives. However, it is important to remember that, in a democracy, laws are written and enforced by elected representatives of the people. You can participate in these elections by becoming active in a political party, working for a candidate for public office or even running for office yourself.

Citizens also have ample opportunity to directly participate in the law-making process. Suppose there have been several serious automobile accidents at a highway intersection near your home. You and your neighbors could contact government officials to discuss ways to improve safety at the intersection. You could write letters to the editor of your local newspaper, or go to public hearings and present your views.

There are many ways citizens can take active roles in shaping our laws. At almost any government meeting, you will find elected officials surrounded by a diverse collection of people who seek to influence the decisions made by lawmakers. These people have many different ideas and interests, and use a variety of methods to influence government.

Special-Interest Groups

To increase their clout, many citizens join with other people who have similar concerns to form organizations commonly called

special-interest groups. Labor unions, veterans' groups and business organizations are all special-interest groups. Farmers, teachers, doctors, lawyers, students and many others also form special-interest groups to work for laws that benefit their groups.

These organizations often hire persons, known as **lobbyists**, to promote their views. There are more than 400 registered lobbyists in Wisconsin who represent special-interest groups at the state Capitol. Their job is to persuade lawmakers to support the interests of the groups they represent. They often speak at committee hearings or talk with lawmakers. They sometimes do research and make legislative proposals.

The News Media

Among those in attendance at government meetings are the news media representatives. These include reporters from the newspapers, the wire and news service organizations, and radio and television stations. Their primary job in covering government is to keep you and other citizens informed about the issues and the actions taken.

The press plays a major role in shaping public opinion. Most people receive almost all of their information on government from the news media. As a result, lawmakers actively seek news media coverage to attract attention to their activities and to build support for their policies. The news media also try to influence government policies. They offer editorial comment on issues and often endorse candidates during election campaigns.

The Bureaucracy

The state and local government departments and agencies responsible for carrying out our laws play an important part in the lawmaking process, too. Administrators in these agencies, commonly called **bureaucrats**, frequently meet with lawmakers to offer expert advice on the effects of proposed laws or to discuss changes in existing laws. At the state Capitol, some government agencies have lobbyists who try to persuade lawmakers to support policies backed by the agencies.

Making a Difference

As we have seen, many people, not just our elected representatives, become directly involved in making our laws. These people have many different interests, which often conflict. They try hard to persuade lawmakers to pass laws that serve their personal interests. As a result, questions of policy are usually decided after heated public debate and the clash of these differences of opinion.

You, too, can take part in making the laws that affect you. Any citizen can. However, to be effective, citizens need **power**. Power is the capacity to influence the actions of other people. Power flows from knowledge and action.

Lobbyists and bureaucrats have knowledge of issues and they use it to influence lawmakers. As a citizen, you too can influence public officials, but you must understand the issue and state your case.

Knowledge must be followed by action. You can contact your public official directly, write letters to the editor or circulate a petition. You can join a special-interest group, because the number of members will influence a lawmaker. You can become involved in political campaigns and make contributions to candidates.

In brief, there are numerous ways to influence your government. By mastering the ability to influence the actions of others, you will be able to make a difference in your government. You will have power.

Democracy in Action

In order to influence your government, you also need to understand how it works. Democratic government moves slowly, and it often seems chaotic. This is because lawmaking is a deliberate process involving many participants. Imagine what government would be like if the policy-making authority rested in the hands of just a few people, or even a single ruler who could act alone. There would be no debate, and decisions would be made quickly since there would be no public participation.

Democracy, as we have seen, is full of disagreements and debate. Many interests and ideas must be considered, and decisions cannot be made until the majority of participants can reach agreement.

THE MANY VOICES OF THE PEOPLE

Lobbyists for government agencies and interest groups make suggestions and try to convince lawmakers to support their interests.

The news media are a vital link between the public and the government. The media present many different political viewpoints.

Special-interest groups represent large numbers of people who have the same concerns.

Citizens serve as their own lobbyists by becoming directly involved in government meetings.

This is where **politics** comes in. Politics has been called the "art of the possible." It is the way conflict is resolved so policies can be made.

In democratic government, politics usually takes the form of bargaining and compromising. This process can involve organized political parties or interest groups, small neighborhood groups or an informal gathering of concerned citizens. Whenever competing interests clash, their differences of opinion are ironed out and they eventually reach a **consensus,** an agreement that the majority can support. Without this process, the various interests would stick to their original demands, and a stalemate would occur. Democratic government could not function. Through the process of politics, a consensus is reached that is almost never entirely to the liking of any single interest, but is acceptable to the majority of them.

What Ails Politics?

As important as politics is to democracy, many people have a sinister image of this process. They equate politics with bribes, corruption and scandals. Many accuse politicians of "selling out" when they engage in the necessary process of compromise. It is common to hear people boast about our democratic form of government in one breath and, in the next, ridicule politics and condemn the officials they have chosen to represent them in that government.

Because of this unhealthy attitude toward politics, a large number of people refuse to become involved in the political process. There is a danger that government of the people, by the people and for the people will become government of, by and for the few.

What ails politics? Nothing that cannot be cured with a healthy dose of participation by aroused, informed citizens. For democratic government to thrive, it is necessary for all of us to become involved in the political process. Politics is not evil. It is the lifeblood of democracy.

CHAPTER 7 — REVIEW

Questions for Thought and Discussion

1. What is a special-interest group and what is its function? Do you think lobbying is good for our system of government?
2. How do the news media influence public opinion and our government's policies? What role does the bureaucracy play in shaping new laws?
3. What is political power? What methods can citizens use to influence government?
4. Discuss the role of politics in democratic government. What do you think government would be like without politics?

Projects

1. Using the listing of statewide associations in the latest *Wisconsin Blue Book* or other sources, make a list of special-interest groups that are involved in lobbying government. Which, if any, of these groups represent your interests?
2. Read the editorials in your local newspaper, and try to determine if the newspaper has a liberal or conservative point of view. Then read the rest of the paper to see if you find stories that show a particular point of view. Compare your newspaper to others of the same day. Did all of them cover the same stories? Did they present the same stories the same way?
3. During an election year, watch, read and listen to as many campaign advertisements as you can. What methods do the candidates use to try to influence voters to support them? How do the candidates' ads compare? What other methods of persuasion can they use?
4. In your class, select an issue and find out how many of your classmates have different opinions on the issue. Then, try to reach a consensus among your classmates on a solution to the problem. What was your solution? What did you think it would be? What methods did you use to reach an agreement on the issue?

BECOMING MORE INVOLVED

This book has stressed that democratic government won't work well unless citizens are willing to get involved. Many people want to get involved but do not know what they can do. Below is a checklist of things you can do to make a difference in your government.

- *Vote.* You can vote at age 18. Unfortunately, the lowest voter turnout rate is among people ages 18 to 24. Young people often are ignored by lawmakers because they don't vote. Your viewpoint will carry more weight when it is backed up by your vote.
- *Participate in public meetings.* Almost all proposed laws and local government actions receive public hearings. Find out when the issue you are interested in is receiving a hearing and arrange to testify. Lawmakers need to know how their actions will affect you.
- *Contact government officials on issues that concern you.* Write letters. Better yet, use phone calls or face-to-face meetings to get across your message.
- *Write a letter to the editor of your newspaper.* Many newspapers also have special pages set aside for longer articles from readers expressing their opinions.
- *Volunteer to work in a political campaign.* All campaigns depend on volunteers and welcome the participation of young people. Working in a campaign is a great way to influence your state and local government and to see politics behind the scenes.
- *Join a special-interest organization.* A large number of interest groups exist that support a wide variety of causes. For whatever issue or cause you are interested in, chances are that a group exists. If not, join with other people who share your concerns and form your own group. Remember, there is strength in numbers.
- *Join a political party.* Party organizations are active at the local, state and national levels, and usually maintain youth chapters.
- *Run for public office.* At the national, state or local level, good people will never be elected unless good people run.

HINTS FOR EFFECTIVE CITIZENSHIP

There are countless ways you can be involved in your government, but keep in mind these tips for successful involvement:

1. *Be informed*. Know the facts and all sides of an issue.
2. *Know how the system works and who's who within that system*. In politics, you have to be in the right place at the right time. Know what committee or law-making body is dealing with your issue and know who serves on that legislative body.
3. *Understand your audience*. You will be working with many different types of people with many different viewpoints. To be persuasive, you must understand the interests and motivations of these people and be able to appeal to their interests.
4. *Be reasonable*. Don't ask for the impossible. Be willing to consider alternatives.
5. *Be courteous*. If you disagree with someone, do so without being disagreeable. Your foe on one issue may turn out to be your friend on another.

WHAT'S YOUR GOVERNMENT I.Q.?

Instructions: On a separate sheet number 1-10 and answer the following true-false questions.

1. The chief executive officer of the state is the governor, who is elected for a term of four years.
2. The state legislature is made up of two houses: the assembly with 33 members and the senate with 99 members.
3. In the state of Wisconsin, only persons 21 years of age or older are eligible to vote.
4. "Town" is another name for a small village with fewer than 100 residents.
5. Villages and cities have a large amount of freedom in how they can operate, because the legislature has granted them home rule.
6. Wisconsin law permits the individual citizen to take part in discussion of the annual budget before it is passed by the local unit of government.
7. State aids are people who work in the governor's office, but they may also be assigned to help the legislature when it is in session.
8. Administration of county government may be handled by an executive who is elected by the voters or an administrator who is selected by the county board.
9. On the average, the taxpayers spend about $4,230 a year for each student attending public elementary or secondary school in Wisconsin.
10. Each citizen can take some part in state and local government in Wisconsin.

(For the correct answers to the questions and your score, turn to page 68.)

CONCLUSION

Unfortunately, to many people in our society today, government is a mystery—a distant, inaccessible institution with little relevance to everyday life. Many believe politics is evil and should be avoided. However, as you have discovered, government can be found in every community and it affects virtually every area of our daily lives. Government is so much more than bricks and mortar. It is really made of people . . . people involved in the fine art of politics. This book is dedicated to the idea that our democratic government depends on the participation of informed citizens in the political process.

As you grow older and become a voter, you will find that your government will be counting on you to make decisions that really matter. It is important to vote, but it is more important to vote intelligently—to know the issues, to take sides, and to support the candidates for public office and organizations who represent and express your views. Yet remember, your job isn't done when the votes are counted. The law-making process is open to you and it is important that you join in the debate over your future. The debate will be diminished if your voice isn't heard.

ANSWERS TO GOVERNMENT IQ QUIZ ON PAGE 66

1. True
2. False
3. False
4. False
5. True
6. True
7. False
8. True
9. True
10. True

GRADING SYSTEM

9 or 10 correct ..... Congratulations. You're an "A" citizen.

7 or 8 correct ..... Well done. It pays to "B" informed.

5 or 6 correct ..... We'd like to "C" you show more interest.

Fewer than 5 correct ..... "F" you want to improve, get busy now.

KEY WORDS AND PHRASES

The words and phrases listed below were highlighted in your text. Looking through them will help you check your understanding of Wisconsin state and local government. (The page on which each phrase or word is discussed is listed to assist you in your review.)

Acts 45
Administrator (city or village) 19
Agency 41
Amendment 40
Annexation 15
Assembly 42
Assessor 10
Budget 20
Bureaucrat 59
Charter 18
Circuit court 48
City alderman 16
City common council 16
Consensus 62
Consolidation 15
Constitution 40
County administrator 35
County executive 35
County supervisor 34
Court of appeals 48
Elected at large 16
Executive branch 41, 49
Expenditure 20
Fiscal year 54
Floor leader 45
General election 4
Government by committee 34
Governor 49
Home rule 18
Incorporated 14
Judicial branch 48
Legislative bill 45
Legislative branch 41
Lobbyist 59
Manager (city or village) 19
Mayor 16
Municipal court 49
Municipal government 2
Nonpartisan 5
Ordinance 18
Partisan 4
Party caucus 45
Party ticket 4
Political Party 4
Politics 62
Power 60
President (senate) 42
Primary election 4
Property tax 21
Property tax relief 55
Reapportion 42
Representative government 14
Revenues 10
School board 27
Senate 42
Speaker (assembly) 42
Special-interest group 59
State aids 11
State representative 42
State shared revenues 11
State supreme court 48
Statutes 45
Superintendent of public instruction 25
Tax levy 21
Tax rate 22
Town 7
Town chairman 10
Town meeting 9
Town supervisor 10
Unincorporated village 8
Utility district 8
Veto 16
Village president 16
Village trustees 16
Voter registration 5

The Wisconsin Taxpayers Alliance wishes to express its thanks to the following for providing photographs used in this edition of *The Framework of Your Wisconsin Government:*

The Assembly Democratic Caucus;
the Senate Democratic Caucus;
the Senate Republican Caucus;
Vern Arendt, Ozaukee Press; and
the Wisconsin State Journal.